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Canada. Dominion-Provincial  
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1945/46

Dominion-Provincial  
co-operative arrangements;  
reference book.

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# **DOMINION—PROVINCIAL CO-OPERATIVE ARRANGEMENTS**

**REFERENCE BOOK  
FOR  
DOMINION-PROVINCIAL CONFERENCE  
ON RECONSTRUCTION**







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Canada. Dominion-Provincial Conference on  
Reconstruction, 1945/46

# **DOMINION—PROVINCIAL CO-OPERATIVE ARRANGEMENTS**

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ON RECONSTRUCTION**



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## FOREWORD

This reference book provides a descriptive, factual summary of the functions, composition and methods of operation of existing Dominion-provincial committees and other co-operative arrangements that have been established to assist in the administration of legislation, to co-ordinate Dominion-provincial activities in certain fields, or to act in an advisory capacity. This material has been compiled under the direction of the Committee on Machinery of Dominion-Provincial Relations, of which D. W. Mundell was Chairman and J. F. Delaute, Secretary.





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## I. AGRICULTURE

### 1. NATIONAL COMMITTEE ON AGRICULTURAL SERVICES AND NATIONAL ADVISORY COMMITTEE ON AGRICULTURAL SERVICES

#### (a) *Origin*

Originated in 1932 at National Conference on Agricultural Services.

#### (b) *Composition*

The first is composed of the nine Provincial Ministers of Agriculture, with the Dominion Minister as Chairman, the second, of the following: The Dominion and Provincial Deputy Ministers; the heads of agricultural and veterinary colleges; representatives of the National Research Council, provincial research foundations, Dominion Bureau of Statistics, Dominion Board of Grain Commissioners, Canadian Society of Technical Agriculturists, Canadian National Railways, Canadian Pacific Railways, and such other representatives as the Committee of Ministers might nominate; Provincial Advisory Committees on Agricultural Services from each province, each Committee to be under the Chairmanship of the Provincial Minister of Agriculture.

#### (c) *Functions*

The National Advisory Committee on Agricultural Services exists for the purpose of co-ordinating agricultural policies adopted by Dominion and Provincial Governments.

A continuing executive was formed in 1933 to meet as required under the chairmanship of the Dominion Deputy Minister; its function: preparing agenda for Dominion-Provincial Conferences and naming, subject to approval of Committee of Ministers, standing committees responsible to Executive of National Advisory Committee to co-ordinate activities in various fields of agricultural services.

Ten standing committees named. They co-ordinate Dominion and Provincial activities on research and extension without authority to allocate the governments and institutions definite fields of work. Large measure of voluntary allocation achieved and overlapping and duplication of services prevented.

#### (d) *General*

Two standing Committees—National Seed Grain Committee and National Feed Committee—taken over by war boards.

The function of Agricultural Outlook Committee prior to the outbreak of war was to call together economists and specialists in agricultural production to forecast to a limited extent the availability of markets for all types of farm products. At the close of each annual conference a bulletin was published and widely

distributed to agricultural extension workers, the agricultural press, and other publicity agencies engaged in advising the farmer.

Following the outbreak of war the members of this committee were used to survey agricultural production under war conditions, and to meet as an agricultural objectives conference at which marketing contracts with the United Kingdom and other countries were discussed and plans laid for increasing production to meet these contracts. General agreement was reached by the different provinces as to their share of such increases, and provincial, county, and parish committees carried the information and the campaign for greater production to the farmer.

### 2. AGRICULTURAL ADVISORY COMMITTEE

#### (a) *Origin*

Formed under authority of Order in Council P.C. 1562 (1943).

#### (b) *Composition*

Chairman—President, Canadian Federation of Agriculture; six representatives of provincial organizations of farmers and six provincial civil servants.

#### (c) *Function*

Make recommendations "with respect to modifications of policies of the Department with regard to food production and supply which may be in effect or under consideration, and with respect to major problems in the marketing or production of agricultural products" and to co-ordinate the recommendations of farm organizations of Canada.

### 3. GENERAL

Enabling legislation passed by several of the provinces has made possible the enforcement of regulations covering domestic grading. Dominion and Provincial inspectors appointed under the Dominion or Provincial Acts are recognized as performing their duties under either or both of the Acts.

Co-ordination is also achieved through semi-official and unofficial means. The Department is represented on standing committees in co-operation with the National Research Council, the agricultural colleges, and the Provincial Departments of Agriculture. In addition ad hoc committees are set up from time to time for special problems.

The professional societies of technical agriculturists throughout the Dominion have made a large contribution to co-ordination of agricultural services.



## II. CIVIL SERVICE COMMISSION

The Commission has no standing Dominion-Provincial Committee or arrangements at the present time.

In 1942, when the Unemployment Insurance Commission took over from the provinces many members of provincial employment bureaux, an Order in Council P.C. 12/4860 of the 9th June, 1942, provided adjustments in connection with leave of absence. The aforementioned Order in Council was in the nature of a compromise and furnished each employee taken over by the Dominion from the Province with a sick leave credit of

six days per year for the time of Provincial employment and special leave credit of one-third of that amount up to a maximum of thirty days. The employees for the year of their transfer were considered eligible for such vacation leave as would have been granted in their previous employment. Employees of the Provincial Governments who subsequently took part in competitions for employment in the Federal Civil Service and were appointed were treated as members of the outside public and were not given any consideration for previous service.



### III. FINANCE

The only arrangement in effect in the Department of Finance for regular co-operation with the provinces is under the Old Age Pensions Act, Chapter 156, R.S.C. 1927, with particular reference to Section 19 (1) R, of the Act, and Regulation 34 established thereunder, providing for the setting up of an Interprovincial Board.

The Interprovincial Board established under the provisions of the Old Age Pensions Act and Regulations has actually operated as a Dominion-Provincial Board. The Board originally consisted of the chief administrative official of each province which paid old age pensions and a member of the Department of Labour. The first meetings of the Board accomplished very little. A number of minor changes were made in the Regulations but no really important matters appear to have been considered by the Board.

In 1937 a new Board was appointed which included not only the chief administrative officer of each province but also the provincial minister in charge of old age pensions. The Dominion members were the Minister of Finance and his Deputy. At a conference in November,

1937, the whole administration of old age pensions was reviewed in detail and numerous changes made in the Regulations. Agreement was reached by the Board on every important question.

The meeting of the Board in 1937 had a most beneficial effect on the administration of old age pensions. Changes in the Regulations cleared up many points which had previously been in doubt and there was a general improvement in the efficiency of the pension authorities. There was also an improvement in the relations between the provincial pension authorities and the Department of Finance.

At the conference in 1937 it was decided that the Board should meet more frequently than before. However, the declaration of war in 1939 placed such heavy burdens on certain Dominion officials who must take part in a conference on old age pensions that it was found necessary to postpone further meetings of the Board. In the meantime the Department of Finance has succeeded in obtaining the provinces' consent to a number of important amendments to the Regulations and, in addition, two amendments to the Act.



## IV. FISHERIES

### 1. ATLANTIC HERRING INVESTIGATION COMMITTEE

#### (a) *Origin*

Established by formal agreement in May, 1944, by representatives of Canada, Newfoundland and Provinces of Quebec, Nova Scotia, New Brunswick, Prince Edward Island.

#### (b) *Composition*

The chairman of the committee is a representative of the Dominion (the Assistant Deputy Minister of Fisheries); another Canadian, a member of the staff of the Fisheries Research Board is the Alternate Scientific Chairman, Newfoundland, Quebec, Nova Scotia, and Prince Edward Island are represented by one member each. Honorary scientific advisers and consultants have been named by the committee to assist it.

#### (c) *Purpose*

Scientific investigation of the Atlantic herring stocks and fishery with a view to promoting the more effective utilization of the resources and thereby improving the position of the shore populations of Atlantic Canada and Newfoundland. A 7-year program is contemplated. At present the investigation is biological only; technological surveys may come later, but that is yet to be determined.

Subject to the approval of the committee, the investigation is under the direction of an Investigator-in-Charge, who, under the terms of the committee's establishment, was named by the Fisheries Research Board of Canada.

#### (d) *General*

Cost.—The cost of the investigation—budgeted annually—is shared by the several governments on an agreed pro rata basis. The budget for the current fiscal year is \$60,000. Accounting is supervised by the Chief Treasury Officer of the Department of Fisheries, who has been named by the committee as honorary treasurer.

Meetings.—Under the committee's by-laws regular meetings are held semi-annually.

### 2. JOINT ARRANGEMENTS BETWEEN FEDERAL AND PROVINCIAL AUTHORITIES FOR WHITEFISH INSPECTION IN THE PRAIRIE PROVINCES

#### (a) *Origin*

Joint arrangements for the establishment of a system of whitefish inspection in the Prairie Provinces were made in 1944 between the Department of Fisheries and the three Provincial Governments. The system has been effective since the latter part of that year. The arrangements were made through conferences between federal and provincial authorities and the exchange of letters between the Minister of Fisheries and the appropriate provincial ministers.

#### (b) *Purpose*

Maintenance of satisfactory standards of whitefish production and thus to assist the Prairie fishing industry, in disposing of its catch, largely to external markets, and to give the consumer greater assurance of obtaining whitefish of sound quality. These arrangements were the result of action recommended by the Prairie Provinces Fisheries Investigation Committee, 1943, and discussions over a period of years between Department of Fisheries, Trade and Commerce and provincial authorities.

#### (c) *Method of Inspection*

Both the Dominion and the three provinces participate in carrying out the inspection plan, which includes identification and, in some cases, certification of shipments. Provincial authorities make surveys to determine the suitability of various waters as sources of whitefish supply, following procedure recommended by the Fisheries Research Board. Inspection of shipments is made under regulations set up under the federal Fish Inspection Act. Inspection is supervised by a federal officer (Chief Inspector); inspectors working under him are provincial employees, paid by the respective provinces, but, for the performance of whitefish inspection, they have been given the status of federal officers.

The regulations were worked out through consultations between officers of the Department of Fisheries and the provincial authorities and were brought into effect by Dominion order in council.

### 3. GENERAL

Appointment of provincial fisheries employees as federal officers for purposes of the Meat and Canned Foods Act or Fish Inspection Act; transfer of oyster and other mollusk resources in Prince Edward Island and Nova Scotia, and in part in New Brunswick, to federal control on the understanding that development programs be undertaken by the Dominion; participation of the Research Board in some of the work of the British Columbia Industrial and Scientific Research Council; action by British Columbia, Nova Scotia, New Brunswick, and Prince Edward Island in passing enabling legislation to assist the Department of Fisheries in the effective application of the federal Meat and Canned Foods Act, so far as it relates to fish canning and the inspection of canned fish products, and, in the case of the three Maritime Provinces, enabling legislation relating to the Federal fish Inspection Act as well as to the Meat and Canned Foods Act. Certain possible difficulties in enforcement of the two federal laws are prevented by the provincial statutes, which have been in effect since 1932. Assistance by the Dominion authorities in training some provincial (Quebec) officers for certain fish inspection work; co-operation between the Fisheries Research Board and provincial authorities in furthering the development of the Irish moss industry in Nova Scotia and in Prince Edward Island; participation by the provinces and the Department of Fisheries and the Research Board (as well as the National Research Council and the Parks Branch of Mines and Resources) in the National Committee on Fish Culture.



## V. INSURANCE

There are in this Department no Dominion-Provincial Committees or arrangements. There is, however, a measure of co-operation between the Department and some of the provinces in the work of supervising insurance, trust and loan companies.

As a general rule the Department has no responsibility for the supervision of companies of that class incorporated by the Provinces except in the case of insurance companies so incorporated which have voluntarily applied for registration under the Canadian and British Insurance Companies Act of the Dominion. The Department has, however, co-operated with the Provinces of Nova Scotia, New Brunswick and Manitoba by—

- (1) Examining and supervising all the insurance, trust and loan companies in the Province of Nova Scotia;
- (2) Examining the trust companies in the Province of New Brunswick, and
- (3) Examining the trust companies in the Province of Manitoba.

The annual statement forms in use by the Dominion and the Provinces for insurance companies are practically uniform and in recent years this Department has supplied the forms required by the Provinces for the use of Provincially incorporated companies not registered with the Dominion. The provinces reimburse the Dominion for the cost of the forms.

## VI. JUSTICE

### 1. CONFERENCE OF COMMISSIONERS ON UNIFORMITY OF LEGISLATION IN CANADA

#### (a) *Origin*

Since 1935 the Department of Justice has been sending representatives to the meetings of the Conference of Commissioners on uniformity of legislation in Canada, which was organized in 1918 and which up to 1935 was composed of representatives of all the provinces (except that the Province of Quebec was not represented every year until 1942).

In most provinces statutes provide for grants towards the general expenses of the Conference and the travelling expenses of the Commissioners. As for the provinces without such legislation and the Dominion, representatives are appointed and expenses provided for by the executive.

#### (b) *Functions*

The function of the Conference is to make suggestions and recommendations to the various governments

and legislatures with a view to achieving uniformity of legislation throughout Canada as far as practicable.

#### (c) *Present Status*

In 1944 a Section on Criminal Law and Procedure was established to study and prepare recommendations for amendments to the Criminal Code and relevant statutes for submission to the Minister of Justice. Several provinces and the Dominion appointed special representatives to that section of the Conference. The representative of this Department is the Secretary of the Criminal Law Section.

A draft new constitution for the Conference, which is to be submitted to the Conference at its next meeting, in August 1945, contemplates the division of the Conference into two sections to be known as the Uniform Law Division and the Criminal Law Division. It also provides that the Minister of Justice for Canada and the Attorney-General of each province shall be member *ex officio* of the Conference.



## VII. LABOUR

Before the war there were a number of co-operative arrangements in existence between the federal Department of Labour and provincial government agencies. These included the arrangements made under the Employment Service Co-ordination Act of 1918, for federal financial and other assistance in the operation of provincial employment offices. During the '30's the Federal Government co-operated with the Provinces in financing unemployment relief in the form of public works, direct relief, and aid to agriculture. Growing out of a recommendation of the National Employment Commission, assistance was given to the Provinces in the training of youth. Earlier federal assistance had been given in this field under the Agricultural Education Act of 1913 and the Technical Educational Act of 1919. The vocational training program has been considerably broadened to provide for wartime and peace time needs. The provincial employment offices in nearly all cases were taken over as part of a national employment service after the Unemployment Insurance Commission was created in 1941. In 1937 the Canadian Association of Administrators of Labour Legislation was set up to encourage greater understanding of and uniformity in labour legislation in federal and provincial fields.

The existing federal-provincial co-operative arrangements, several of which have arisen out of the war emergency, with which the Department of Labour is at present concerned, include the following:

### 1. VOCATIONAL TRAINING

The Vocational Training Co-ordination Act of 1942 which formalized a number of agreements with the provinces and replaced previous federal acts, provides for federal financial assistance to the provinces in undertaking various types of vocational training. Under the Act the Minister of Labour is authorized to enter into Agreements with the Provinces for this purpose. An Officer of the Department of Labour designated as Director of Vocational Training is the chief executive officer in charge of the activities under the Act. The arrangements covering the provincial administration of these agreements are left, to a large extent, with Regional Directors who are in most cases provincial officials whose services have been made available to the Vocational Training Program. An over-all Advisory Committee, composed of provincial educational officials, and industrial and labour representatives, authorized under the Act, report to the federal Minister of Labour. The actual training activities are carried out by the provincial authorities. The expenses involved, including additional accommodation where existing training facilities are inadequate, are shared between the federal and provincial governments with the federal government usually paying fifty per cent or more of the total amount. In all instances the autonomy of the province in the field of education has been preserved.

The main types of training activities, either in operation or for which plans are being developed, are: training of rural youth through short specialized projects, training of workers for war industries and tradesmen for the Armed Forces, rehabilitation training of ex-Service personnel, apprenticeship training, training of persons referred for training by the Unemployment Insurance Commission, and formal vocational training on a secondary school level.

### 2. CANADIAN ASSOCIATION OF ADMINISTRATORS OF LABOUR LEGISLATION

The Canadian Association of Administrators of Labour Legislation, composed of the federal and provincial Departments of Labour and boards and commissions administering labour legislation, held an annual conference each year up to 1944. Each of the provinces pays an annual membership fee of twenty-five dollars. The federal Department of Labour furnishes the services of a secretary and bears the expense of reporting and mimeographing the proceedings of the conferences.

The objects of the Association are to encourage discussion, among the interested authorities, of improvements in the administration of labour legislation and to secure a greater measure of uniformity of legislative standards. Arising out of discussions at annual conferences a number of recommendations have been made and acted upon by federal and provincial authorities.

### 3. WAGE STABILIZATION

Under the War Measures Act, Wartime Wages Control Orders in Council were first introduced in 1941. Under these orders National and Regional War Labour Boards have been established with a view to stabilizing wage rates for civilian workers throughout Canada. The Chairman of several of the Regional Boards is the Provincial Minister of Labour. The members of these Regional Boards are appointed by order-in-council on the recommendation of the federal Minister of Labour after consultation with the province concerned. The National and Regional Boards are equally representative of employer and employee interests.

Regional Boards hear all applications for wage increases in their areas with the exception of special classes of cases dealt with by the National Board. Appeals may be made to the National Board and in order to ensure a uniform application of wage control, the Regional Board's decisions are reviewed by the National Board. Employers are permitted under the Regulations to increase wages, without reference to the Regional or National Boards, up to the minimum rates as established by the Provincial Government provided such rates are not in excess of 35c per hour.

#### 4. COLLECTIVE BARGAINING AND CONCILIATION ARRANGEMENTS

Following earlier informal arrangements with some of the provinces for the co-operative use of conciliation officers, a more formal arrangement has been made under the Wartime Labour Relations Regulations (P.C. 1003) of February, 1944, covering collective bargaining and the use of conciliation officers and conciliation tribunals as a means of assisting in the negotiation of collective agreements. These national regulations apply in the first instance to transport and communication agencies connecting one province with other provinces and to any works which are for the general advantage of Canada. Secondly they cover all industries designated as war industries under the said Regulations and thirdly such other industries within any province as may be declared by the legislature of the province to come under these national Regulations.

With regard to the second group of industries, agreements have been made with all of the provinces except Prince Edward Island and Alberta for the establishment of provincial Wartime Labour Relations Boards or agency to administer the Regulations as they apply to war industries within the province. In Nova Scotia, New Brunswick, Ontario, Manitoba, and British Columbia provincial enabling legislation has been passed applying the national Regulations to other industries within their own jurisdiction. In each of these cases the provincial Boards, referred to above, also administer the Regulations with respect to these other industries.

The administration of the collective bargaining provisions of the Regulations is vested in a national Wartime Labour Relations Board or the provincial board or agency exercising the jurisdiction of the National Board in the province. The responsibility for the necessary conciliation services is vested in the federal Minister of Labour who has established arrangements with some provinces for joint utilization of federal and provincial conciliation services. The National Board serves as an Appeal Board from decisions of the provincial Boards. The expenses of the Provincial Boards are, in most cases, borne on the basis of two-thirds payable by the Federal Department and one-third by the Provincial. These Provincial Boards, as well as the National Board are equally representative of employers and employees.

#### 5. INSPECTION OF LABOUR CONDITIONS ON FEDERAL GOVERNMENT CONTRACTS

Under Order in Council, P.C. 1774, of March, 1942, which is related to the Fair Wages and Hours of Labour Act of 1935 and Order in Council 7679, dealing with inspection of labour conditions on government contracts, arrangements have been made for a joint Dominion-Provincial inspection plan. Under the terms of this plan, special cards entitled "Department of Labour Dominion Provincial Inspector" have been issued to certain inspectors in all provinces, but they have been mainly used in the province of Quebec.

#### 6. REGIONAL SELECTIVE SERVICE ADVISORY BOARDS

Provision was made through an amendment to Order in Council P.C. 246 of January, 1943, for the establishment of Regional Selective Service Advisory Boards. Provincial Departments of Agriculture have been asked to name representatives to serve on these Boards. These

Boards review manpower requirements in their areas and advise concerning National Selective Service policies.

#### 7. FARM LABOUR

Under the War Measures Act, Orders in Council authorizing annual agreements with the provinces for sharing expenditures in recruiting, transporting and placing workers on farms have been passed each year since 1941. These agreements, since 1943, have made provision for naming a Dominion-Provincial Farm Labour Committee in each province. This Committee, which is named by the Province, contains representation from the federal Department of Labour as well as interested provincial departments. Expenses are shared on a fifty-fifty basis except when workers are moved between provinces, in which case the federal government pays all of the expenses involved.

The Dominion-Provincial Farm Labour Committee in each province is given the responsibility for carrying out the purposes of the joint Farm Labour Agreements in a manner best suited to the needs of the province. The Agricultural Division of National Selective Service of the Department of Labour is responsible for developing over all farm labour policies. This Division and the Employment Service of the Department maintain close contact with the Provincial Committees through Provincial Farm Labour Directors and Regional Agricultural Employment Advisers. The Dominion-Provincial Farm Labour Program is concerned mainly with meeting labour shortages in year 'round and seasonal farming activities. It also includes the placement of farm workers in other essential industries who can be spared during off-seasonal periods. This Farm Labour Program has brought federal and provincial agencies into close administrative co-operation. The respective facilities of all government bodies from the municipal to the federal level are pooled with the one main object of best meeting the manpower needs of agriculture and related industries.

#### 8. WARTIME DAY NURSERIES

With the object of providing care of young children whose mothers are working in war industries the federal government through National Selective Service invited all of the provinces in 1942 to enter into agreements for setting up and operating a day care service. Nurseries have since been established in Ontario and Quebec under formal federal-provincial agreements providing for a fifty-fifty sharing of expenses. There are twenty-seven such nurseries now in operation in Ontario and five in Quebec. In Ontario there are also twenty-one junior and senior school units for older children.

#### 9. CONSCIENTIOUS OBJECTORS

Under an amendment of July 6, 1944, to Order in Council P.C. 246 of July, 1943, arrangements have been made to reimburse the provinces and municipalities for any money they spend on relief of dependents of postponed conscientious objectors performing alternative service, while in an alternative service work camp.



## 10. NATIONAL REGISTRATION

Through a direction of the Minister of Labour in February, 1943, under the authority of Order in Council P.C. 3156 of July 12, 1940, the federal government granted the provincial Liquor Control Boards and Commissions the privilege of demanding the production of National Registration certificates of applicants applying for liquor permits or for the purchase of spirituous liquor, and the further privilege of making an endorsement upon the reverse side of the National Registration cer-

tificate indicating the issuance of such a permit. The use of National Registration certificates for identification purposes is authorized, under National Registration Regulations, by provincial and municipal police officers. The certificates are used by school attendance officers, and officials issuing driving and hunting licences. Much use is also made of the Registration records in supplying information concerning the whereabouts and marital status of registrants to provincial departments and to municipal officers.

## VIII. MINES AND RESOURCES

### 1. ADVISORY COMMITTEE FOR THE CONTROL AND PREVENTION OF TUBERCULOSIS AMONG INDIANS

#### (a) *Origin*

Order in Council of 18 January, 1945.

#### (b) *Composition*

Composed of not more than twelve members, ten of whom, including the chairman, shall be nominated annually by the Canadian Tuberculosis Association, one member to be nominated by the Department of National Health and Welfare, and one to be a senior Medical Officer of the Indian Affairs Branch of the Department of Mines and Resources, who shall act as Secretary of the Committee; the first members of the Committee are one member each from Saskatchewan, British Columbia, Alberta, Manitoba, Ontario, Quebec, the Maritime Provinces, Indian Affairs (Secretary), Department of National Health and Welfare, Executive Secretary, Canadian Tuberculosis Association.

#### (c) *Functions*

That the Committee shall have authority and will be expected to enquire into the present methods of tuberculosis prevention, detection, treatment, and after-care or supervision of the Indians, and report thereon and make recommendations from time to time to the Minister of Mines and Resources, with a view to:—

1. Assisting the Indian Affairs Branch in making the best use of the facilities available;
2. Improving these facilities;
3. Correlating the anti-tuberculosis work of the Indian Affairs Branch with similar services of the provinces and other Departments of the Federal Government;
4. Making the best possible use of the monies included in the annual parliamentary vote or votes for the purpose of eradicating and preventing the spread of the disease among the Indians; and

#### (d) *Method of Operation*

That the first meeting of the Committee shall be called by the Minister of Mines and Resources and at such meeting a Chairman and Secretary shall be chosen; thereafter the Chairman shall be the person nominated by the Canadian Tuberculosis Association and the secretary shall be the representative of the Indian Affairs Branch;

That the Committee shall meet from time to time at the call of the Secretary and if possible not less than once every year.

### 2. MANITOBA FUR COMMITTEE

#### (a) *Origin*

Agreement dated February 1, 1941, authorized by Order in Council P.C. 3070, of October 11, 1939, for a term of 21 years dating (in part) from July 1, 1945.

#### (b) *Composition*

Three members selected and appointed from the administration staffs of the Departments represented—two from Manitoba, one to be the Governor, and the other from the Federal Department.

#### (c) *Functions*

A Joint Fur Advisory Committee set up with respect to all fur projects on which heretofore or hereafter public moneys of the Dominion shall have been or shall be expended, or in the benefits of which Indians or non-Indians shall by agreement participate. Advisory only with respect to plans of development and the production, harvesting and sale of fur products and the distribution of the proceeds of the sale of such products among those for whose benefit the said projects were undertaken.

Agreement amended on March 23, 1945, confirmed by Order in Council P.C. 2560, April 13, 1945, to provide for a ten-year programme of fur development of the fur resources of Northern Manitoba by the trapline system, toward which Federal funds in the amount of \$33,000.00 a year for the first five years and \$25,000.00 a year for the succeeding five years have been pledged, with the Province contributing equally during that period.

### 3. NORTHERN SASKATCHEWAN CONSERVATION BOARD

#### (a) *Origin*

Agreement entered into with Dominion pursuant to provisions of "The Northern Saskatchewan Conservation Board Act, 1939," under date of July 18, 1939.

#### (b) *Composition*

One representative each from the Dominion and Saskatchewan under chairmanship of the province.

#### (c) *Functions and Present Status*

Advisory duties in regard to conservation and development of fur resources in the interest of Indian and non-Indian trappers.

Board functioned actively for two years but functions now only with respect to certain areas developed under agreement as fur preserves on which Federal moneys were expended. These areas are managed and administered by the province and the production therefrom shared among the Indian and half-breed trappers in whose interest the development was undertaken.

### 4. SIPANOK AGREEMENT (SASKATCHEWAN)

Covers a Muskrat development on Sipanok Channel at Carrot River, Saskatchewan.

Agreement in the form of a long term lease covering approximately 250,000 acres of land being developed wholly at the cost of the Dominion and under full Federal control. Provision is made for provincial participation when the net annual production exceeds approximately \$25,000.00 per year. For the past three years the annual production has closely approached that figure but to date it has not been possible to include



non-Indian trappers in participation of the crop. When production reaches a stage (as it shortly will) where the limit placed on Indian participation is exceeded, provincial trappers will share equally in such surplus production.

#### 5. CO-OPERATIVE ARRANGEMENTS WITH THE PROVINCES OF QUEBEC AND ONTARIO WITH RESPECT TO BEAVER AND FUR PRESERVES

In Quebec 5 areas aggregating 35,000,000 acres secured under long term leases at nominal rentals for exclusive use of Indian trappers, administered by Dominion as beaver and fur preserves at cost of \$20,000 a year, covered by five separate agreements authorized by Federal Order in Council which protect Federal investment for terms of from 15 to 42 years. In addition to the conditions of the leases themselves, concessions in the form of extended jurisdiction for law enforcement purposes have been generously provided by the province by provincial Orders in Council and a very high degree of co-operation with the Province has been built up during the seven years that the plan has been in operation.

In Ontario 2 preserves similarly organized and managed by Dominion at cost of \$10,000 annually on short-term arrangement.

#### 6. NATIONAL PARKS BUREAU

Administers *Migratory Birds Convention Act*, Co-ordination in administration of provincial regulations re wild life and Dominion Act and regulations. Provincial wild life officers called into conference by Minister of Mines and Resources for exchange of ideas, information and broad policies.

#### 7. DOMINION LANDS

In the three Prairie Provinces there are Seed Grain Adjustment Boards which prepare recommendations upon which the Dominion and the provinces write off certain types of indebtedness.

#### 8. BUREAU OF NORTHWEST TERRITORIES AND YUKON AFFAIRS

As the result of informal arrangements accommodation is provided, at cost, in provincial institutions for (a) the care and treatment of insane persons; (b) the care and treatment of incurables; (c) care in jails.

Provincial Departments of Education furnish correspondence school courses to residents of the Northwest Territories and the Administration reimburses the provinces for the cost.

By arrangement, provincial game officers occasionally act as territorial government game officers in remote parts of the country.

The Saskatchewan Liquor Board acts as Liquor Agent for the Northwest Territories and operates the Territorial Liquor Stores at Yellowknife and Fort Smith. The Board is paid by commission on this business.

#### 9. NATIONAL FORESTRY PROGRAMME

National Forestry Programme operated throughout Canada in 1939 in cooperation with the provinces.

In 1943 a suggested post-war forestry programme was obtained from each province.

#### 10. CANADIAN LAKE OF THE WOODS CONTROL BOARD

Consists of one representative from the Dominion Water and Power Bureau, Surveys and Engineering Branch, Department of Mines and Resources, one from the Department of Public Works, two from the Province of Ontario, and one from the Province of Manitoba. Responsible for the control of the Lake of the Woods within certain levels and of Lac Seul.

#### 11. YUKON TERRITORY—B.C. BOUNDARY

A survey is being made at the present time of a portion of the Yukon Territory—B.C. Boundary under mutual agreement between the governments of the Dominion and British Columbia. The costs of this survey are being borne by each government equally.

#### 12. OKANAGAN BOARD OF ENGINEERS

(a) Established in May 1943.

(b) To look into questions arising from the control and disposal of waters which fall on area drained by Okanagan Lake and Okanagan River.

Report expected end of July 1945.

(c) Six members from Dominion and six from B.C.

#### 13. CANADIAN TEMPORARY GREAT LAKES ST. LAWRENCE COMMITTEE

(a) *Origin*

Result of exchange of notes between United States and Canada in October 1940. Authorized by Order in Council 5933 of October 23, 1940.

(b) *Composition*

Chairman, Representative Department of Transport; Membership—one representative each from Department of External Affairs, Province of Ontario and Province of Quebec. An official of the Dominion Water and Power Bureau, Surveys and Engineering Branch, Department of Mines and Resources acts as consultant of the Committee.

(c) *Functions*

Preliminary investigation of engineering matters in the International Rapids section of the St. Lawrence; development of waterways from head of the Great Lakes to Cornwall.

#### 14. ARRANGEMENT WITH RESPECT TO MAPPING

There exist informal arrangements for interchange of information for production of maps between Dominion and provinces, British Columbia particularly.

#### 15. HYDROMETRIC MEASUREMENTS

The Dominion at present arranges for flow measurements of all rivers and streams across Canada under working agreements with the provinces. The Dominion bears all the cost on International streams and on certain navigable streams and contributes to the cost on other streams. The provinces generally make cash contributions to the Dominion for the work being done.

## IX. NATIONAL DEFENCE

### 1. MEDICAL PROCUREMENT AND ASSIGNMENT BOARD

The plan whereby medical officers of the three Armed Services, Navy, Army and Air Force, are seconded to civilian communities urgently in need of medical care is administered by this Board. This plan is set out in Order in Council P.C. 75/2247, dated 4th April, 1945. Agreements for the operation of the plan are presently in effect with the Provinces of British Columbia, Alberta, Saskatchewan, Manitoba, Ontario and New Brunswick. Arrangements for supplying medical officers in cases of urgent need are made with the Deputy Minister of Public Health in these Provinces.

In respect to the demobilization of medical officers, the Army and the Navy Medical Directors have agreed that the approval of this Board be secured prior to demobilization in the release of medical officers for special appointments. Some of these special appointments are with the Provincial Departments of Health, and, accordingly, the Canadian Medical Procurement and Assistant Board receives requests in such cases from the Deputy Ministers of Health. The following procedure is used:

- (1) The application for the doctor (hospital, university, etc.) shall first be referred to the Divisional Advisory Committee.
- (2) The D.A.C. with its recommendations will refer it to the Executive of the C.M.P.A.B.
- (3) The Executive will refer it to the Medical Director of the Service concerned for comments as to whether the officer is willing to be demobilized, who in turn will.
- (4) Return the file to C.M.P.A.B. for final recommendation by the Executive.
- (5) Such recommendation will then be transmitted to the Medical Director concerned.

Order in Council P.C. 7523, dated 6th October, 1944, states that the Canadian Medical Procurement and Assignment Board is "to consider in relation to the requirements of the Armed Forces the requirements of civilian, medical, dental and nursing services and war industry." It is under these terms of reference that such requests for the release of medical officers for special appointments have been considered by this Board.

### 2. V.D. CONTROL

All cases of venereal disease infection diagnosed in the Armed Forces are notified to the Provincial Department of Health where the diagnosis is originally made by the Army Venereal Disease Control Officers. The names and descriptions of persons named as contacts to V.D. infections are submitted to the Provincial Department of Health of the Province where sexual exposures took place.

A resume of the history of every patient who has had syphilis during his service in the Forces is sent to the Provincial Department of the Province where the soldier intends to reside, after retirement and discharge.

There are monthly liaison meetings in every Province between Armed Forces and civilian officials concerned with the Medical and Law enforcement aspects of V.D. Control.

### 3. INTERCHANGE OF LABORATORY SERVICES

R.C.A.M.C. operates fairly complete laboratory service in all active treatment hospitals and maintains a central laboratory for Canada which prepares media, trains technicians and carries out some special procedures.

Seriological diagnosis and some tissue pathological examination is done by provincial facilities by local arrangement where this can be more economically performed in such manner. Provincial Departmental Laboratories have co-operated in training technical staff for R.C.A.M.C. Lab. services.

### 4. HOSPITALIZATION OF MENTAL AND TUBERCULAR PATIENTS

Mental and tuberculous patients are hospitalized for brief and temporary periods only by R.C.A.M.C. As quickly as arrangements can be completed by D.V.A. for accommodation, cases requiring hospital care for prolonged periods are transferred to provincial institutions and discharged to D.V.A. providing provincial facilities for adequate care are available. A certain number of such cases have had to be retained in service hospitals pending provision of adequate provincial accommodation.

### 5. ACCOMMODATION FOR MILITARY PRISONERS IN PROVINCIAL INSTITUTIONS

Militia Act, Secs. 131 and 132 provide that a soldier sentenced to a term of less than two years by any naval, military or militia court-martial or by any military or naval authority may be sentenced to imprisonment in Common Gaol of the District in which the sentence is pronounced or in some other lawful prison or place of confinement and provides that the Governor, Keeper or Warden of any such gaol or prison shall receive and detain any person committed to such institution by warrant under the hand of any person authorized to issue such warrant.

KR (Can.) 586 provides that a soldier sentenced to imprisonment will be committed to the nearest civil prison where accommodation is available.

Order in Council P.C. 2230 d/28 May 40 provides for the payment of accounts for the maintenance in



civil gaols of prisoners sentenced to imprisonment under military law for offences against such law at the rate of 85c per diem per prisoner.

Pursuant to these regulations offenders who have been tried by court-martial or other military courts have been sentenced to terms of imprisonment and such offenders have on numerous occasions been committed to civil prisons and have served the term of imprisonment therein.

One province (Ontario) has recently (21st June 45) complained that, because of over-crowding in provincial

institutions, it is difficult to provide for the necessary accommodation for military offenders sentenced by military courts, whom it is desired to send to civilian gaols, and has requested that soldiers sentenced by court-martial to terms of imprisonment Overseas and those who are sentenced in Canada to terms of imprisonment in excess of six months shall not be committed to provincial institutions, but that other arrangements be made for their incarceration. This matter arose very recently and the necessary arrangements have not yet been made.

## X. NATIONAL HEALTH AND WELFARE

### 1. INTRODUCTORY

Subsections (b) and (i) of Section 5 of the Act establishing the Department define the following duties:—

- “(b) investigation and research into public health and welfare;”
- “(i) co-operation with provincial authorities with a view to co-ordination of efforts made or proposed for preserving and improving the public health and providing for the social security and welfare of the people of Canada.”

A very large part of the work of the Department consists in collaborating with and aiding the Provinces. They operate the Health Departments in contact with the public. The Department of National Health and Welfare reaches the public through the performance of certain statutory obligations, by means of direct publicity, or through Provincial services.

Divisions have been set up within the Health Branch of the Department to implement the above.

### 2. CO-OPERATION OF GENERAL CHARACTER

(a) The *Food and Drugs Laboratory* with its five branches across Canada maintains contact with the Provinces direct or through the Dominion Council of Health. The Narcotic Division does likewise.

(b) *The Division of Quarantine and Immigration Medical Service* uses Provincial institutions, the province being paid on a per diem basis.

(c) Co-operative work with provinces done directly with Provincial Deputy Ministers of Health by *Public Health Engineering Division* includes the supervision and control of the sanitary quality of drinking and culinary water supplies in use aboard common carriers engaged in Interprovincial and International traffic. This is maintained by a co-operative arrangement with the Laboratories of the various Provincial Departments of Health, and in addition, in certain special instances, by the co-operation of the laboratories of the municipal Departments of Health of Toronto, Ontario; Sault Ste. Marie, Ontario; and Vancouver, B.C., as well as by means of a co-operative arrangement with the United States Public Health Service.

### 3. DOMINION COUNCIL OF HEALTH

Established under Section 7 of the Department of National Health and Welfare Act which reads as follows:—

“7. (1) There shall be a Dominion Council of Health consisting of the Deputy Minister, who shall be chairman, the chief executive officer of the Provincial Department or Board of Health of each province, and such other persons, not to exceed five in number, as may be appointed by the Governor in Council, who shall hold office during good behaviour for three years.”

The Council has been meeting in Ottawa twice a year for twenty-five years. Public health topics of all kinds are discussed. Most time is devoted to administrative problems where the Dominion and the Provinces share interest and where the advice, and information regarding point of view of the Provinces, are desired. The administrative officers on the committee are assisted by the “other persons, not to exceed five in number”. At present one of these represents agriculture, one labour, one English-speaking women’s organizations, one French-speaking women’s organizations, and one is a technical expert.

### 4. LABORATORY OF HYGIENE

(i) As Public Health Laboratory co-operates with Provincial Departments of Health where possible, as in the following activities:—

- (a) the maintenance of the Kamloops Branch for the examination of specimens sent in by Provincial field survey crews investigating Sylvatic Plague, Rocky Mountain Spotted Fever, Tularemia;
- (b) the provision of standardized reagents for use in by Provincial laboratories;
- (c) the performance of certain tests not usually done in Provincial laboratories.

The staff of the Laboratory go into the field to aid the Provinces in epidemiological investigations, e.g. Western Equine Encephalitis, and Diphtheria.

These are promoted further by the aid of

(ii) *The Public Health Laboratory Directors Committee* composed of the Directors of nine Provincial Public Health Laboratories; the Directors of Laboratories for the Navy, Army, Air Force, and the Department of Veterans Affairs; the Chief of the Laboratory of Hygiene (Chairman), and the Senior Bacteriologist, Laboratory of Hygiene (Secretary).

The purpose of this body is to serve in an advisory capacity to the Department and to be a means of co-ordinating and integrating the public health work of the National Laboratory with that of the Provincial Public Health Laboratories to avoid duplication and to ensure that the National Laboratory most usefully supplements the Provincial Laboratories.

It first met in May 1945 and resolved to meet annually.

### 5. DIVISION OF CHILD AND MATERNAL HYGIENE

The duty of the Division is to advise Provincial Departments of Health. When first established its function was defined in the Act respecting the Department of Pensions and National Health, under Part II, Article 9 (a), “Duties and Powers of the Minister”:

“Co-operation with the provincial, territorial, and other health authorities with a view to the co-ordination of the efforts proposed or made for preserving



and improving the public health, the conservation of child life and the promotion of child welfare."

Contact with them is maintained through the Dominion Council of Health and through collaboration in studies and on committees of voluntary associations. Publications of the Division are distributed by Provincial Departments.

#### 6. DIVISION OF V.D. CONTROL

A provincial responsibility though federal division acts in an advisory capacity. No Dominion-Provincial Committee but conferences held on the subject. At the last conference in August 1944, it was approved that the function of the Federal Division of V.D. Control is to give leadership in reducing the menace of venereal infection in Canada by:—

- (a) Planning, in consultation with the Provinces, adequate control measures on a comprehensive, effective basis;
- (b) To assist in the implementation and carrying out of the plans by the annual provision and distribution of federal funds;
- (c) To perform the functions of co-ordination, integration, standardization, survey and appraisal, and general exchange of administrative ideas by consultation and conferences with the Provinces and national agencies and groups;
- (d) To assist in the provision of lay and professional information services;
- (e) To encourage research and improved training facilities for professional personnel.

#### 7. INDUSTRIAL HYGIENE DIVISION

Co-operation with four Provinces in formation of Provincial Divisions of Industrial Hygiene under the administration of Order in Council P.C. 1550 of 1941; as follows:—

*Manitoba*—from 1941—loan of a trained industrial hygienist to Department of Health.

*British Columbia*—from 1941—fully equipping a laboratory in Workmen's Compensation Board Building, maintenance of laboratory and loan of a trained industrial hygienist.

*Saskatchewan*—from October, 1945—same as done for British Columbia except under Department of Health.

#### 8. DIVISION OF NUTRITION

##### (i) *Canadian Council on Nutrition*

*Functions*—Advises Minister. The Council considers and makes recommendations upon all aspects of nutrition including investigations, educational efforts, the rules of nutrition in terms of specific foods, and methods of improving the nutritional status of the people of Canada.

*Composition*—Chairman: the Deputy Minister of National Health; a representative from each provincial Department of Health; and twenty-five other members, including scientists, economists, agricul-

tural experts, consumers' representatives, teachers, administrators, and individuals concerned with labour and social welfare. It has an Executive Committee and five other committees.

*Methods of operation*—The various committees hold meetings throughout the year and present their reports and plans along with others at the annual meeting. At this meeting resolutions are considered, including allocation of money to universities for special work. The Executive Committee gives technical advice and opinions to the Nutrition Division on matters referred to it.

##### (ii) *Other Activities of the Division of a Co-operative Nature*

1. Nutrition committees organized in the provinces, generally under the Department of Health, at the suggestion of the Federal Division for co-ordination of provincial activity in the field of nutrition.

2. Provincial nutritionists receive material from Division and consult with the Division's Regional Representatives. Some are members of Canadian nutrition council.

A nutrition conference was held at Ottawa this year; attended by provincial nutritionists and nutrition workers.

3. Regional representatives carry out duties of the Division in the field of war industries and to promote a better exchange of information about nutrition from one part of Canada to another and from the world to each province. There are five at the present time.

4. Encouragement has been given by the Division of Nutrition to the development of school lunch programs. Provincial nutritionists have helped with the promotion of the idea and a certain amount of progress has been achieved in some areas. Again in this field the contact of the Division with the provinces has been through the Departments of Health.

A "Place Mat Contest" is to be conducted this fall under the sponsorship of the federal division. Only certain provinces are co-operating. In these provinces, the project is being promoted by the Health Departments, assisted in some cases by the Departments of Education. The Division does not work directly with the latter departments.

5. Distribution of publications of the Division of Nutrition is channelled through Provincial Health Departments with whom close liaison is maintained. Material thus distributed includes display material, pamphlets, film strips, and Canadian Nutrition Notes, a monthly publication.

#### 9. THE NATIONAL PHYSICAL FITNESS ACT

The National Physical Fitness Act calls for the creation of the National Physical Fitness Council, which is to consist of representatives from each province. The Act itself does not, in fact, provide for official provincial representatives, but the practice has been to appoint provincial representatives wherever possible after joint consultation between the Federal and provincial authorities.

The Act provides for the appropriation of certain administrative funds by the Federal Authority to the National Physical Fitness Council and a special grant of \$225,000 for grants-in-aid to the provinces in connection with the development of provincial physical fitness programs. Reimbursement is to be on the basis of 50 per cent of the province's actual expenditures under an approved plan, or the per capita proportion of

the province's share of the total grant of \$225,000 in accordance with its population, whichever of these two amounts is the lesser.

During the two years that this Act has been in operation, actual plans have been developed in connection with six of the nine provinces,—Ontario, Quebec and New Brunswick still being abstainers.



## XI. NATIONAL REVENUE

### CUSTOMS AND EXCISE

There are no Dominion-Provincial Committees under the aegis of this Department. The Deputy Minister, however, as administrator of Alcoholic Beverages, together with the Deputy Administrator, participates

actively in the deliberations of the Canadian Association of Provincial Liquor Commissions. This body, as the title indicates, is composed of the Chairman of the various Provincial Liquor Commissions, the present Chairman being Mr. W. F. Kennedy of British Columbia.

## XII. NATIONAL WAR SERVICES

### 1. NATIONAL TOURIST ADVISORY COMMITTEE

#### (a) *Origin*

Formed in 1944 as a result of recommendations of National Tourist Business Meeting.

#### (b) *Composition*

The Chairman is the Minister of National War Services and the Executive Director is the Chief of the Canadian Government Travel Bureau. Membership is composed of the provincial cabinet ministers who are charged with the administration of the tourist depart-

ments in the respective provinces, together with their deputies, representatives of the large transportation interests, tourist officials, affiliated bodies, hotel associations, and several specially selected business men whose interests are allied with those of the travel industry. There are 78 members at present.

#### (c) *Purpose*

At its first meeting the Committee laid down certain recommendations for the government in connection with the promotion and development of the travel industry throughout Canada.



### XIII. PUBLIC WORKS

Has arrangements with Provinces in respect to the acquisition of water lots upon which to construct harbour and river works.

In the case of the maintenance of the grounds surrounding the public building at Charlottetown, P.E.I., this is done by a committee appointed by Order in Council representing the City of Charlottetown, the Provincial Government and the Department.

It is the practice of the Department to comply with Provincial laws so far as practicable, for instance in the Province of Quebec, it supplies plans of new building to the Inspection Service of the Provincial Department of Labour for their general approval and records. In the Province of Manitoba, it secures licences for all the men operating elevators in federal buildings. Throughout the country, it insists that all its employees who are engaged as stationary engineers hold the required Provincial certificates.

#### XIV. RECONSTRUCTION

The Department of Reconstruction has no existing Dominion-Provincial Committees established as such. It has, however, Regional Reconstruction Councils which are being set up in various centres throughout the Dominion.

These Councils are Department of Reconstruction Councils. Their function however is, among other things, the co-ordination and encouragement of the activities of other boards or agencies interested in reconstruction. Specifically, Regional Reconstruction Councils are to inform themselves fully on the activities of all reconstruction committees and similar agencies set up by provincial and municipal governments, Boards of Trade

and other organizations. They are also to encourage the establishment of such committees in localities where they do not now exist, and are to co-operate with such agencies in directing their efforts towards the common objective; namely, the maintenance of a high level of employment after the war.

It is through the Regional Reconstruction Councils that the Department of Reconstruction will keep all such interested agencies informed as to Reconstruction policy.

As the establishment of Regional Reconstruction Councils is at present being proceeded with, it is too early to report on their method of operation.



## XV. ROYAL CANADIAN MOUNTED POLICE

By agreement with the provinces mentioned, polices the rural districts in the Provinces of Alberta, Saskatchewan, Manitoba, New Brunswick, Nova Scotia and Prince Edward Island.

By special arrangement also polices some of the towns and cities in these Provinces. In Western Canada the following is approximately the situation insofar as towns and cities are concerned:—

|                    |    |
|--------------------|----|
| Alberta .....      | 20 |
| Saskatchewan ..... | 21 |
| Manitoba .....     | 11 |

In Eastern Canada the situation under this heading is as follows:—

|                     |   |
|---------------------|---|
| New Brunswick ..... | 3 |
| Nova Scotia .....   | 1 |

The following statement sets out the existing situation in agreements for policing the rural districts of the provinces mentioned:—

|                         |                               |
|-------------------------|-------------------------------|
| Alberta .....           | 5 years from June 1st, 1944   |
| Saskatchewan .....      | 10 years from June 1st, 1943  |
| Manitoba .....          | 10 years from April 2nd, 1940 |
| New Brunswick .....     | 7 years from April 1st, 1942  |
| Nova Scotia .....       | 7 years from June 1st, 1942   |
| Prince Edward Island .. | 7 years from June 1st, 1942.  |

## XVI. SECRETARY OF STATE

### 1. DOMINION-PROVINCIAL COMMITTEE ON UNIFORM COMPANY LAW

#### (a) *Origin*

Formed by resolution of Dominion Provincial Conference of December 1935 as follows:—

The Secretary of State convene a Committee of appropriate officials of the Dominion and the Provinces to prepare a draft new Companies Act or amendments to the present Acts to be submitted to Parliament and the Legislatures of the Provinces for the purpose of securing uniform laws dealing with companies throughout Canada.

#### (b) *Method of Operation and Achievements*

First formal meeting convened on 3rd November, 1936 with representatives of the Dominion and of all the provinces in attendance. Ten Sub-Committees formed which presented specific recommendations the following year. These were discussed and a first draft of a proposed Uniform Companies Act was prepared.

The draft act was printed and distributed at the meeting of the Canadian Bar Association held in Vancouver in August 1938. At that meeting the draft was thrown open for discussion with the explanation that it was in the nature of a progress report and not to be regarded as the final recommendation of the Committee. Detailed study on the part of members of the Bar Association was invited as a consequence of which many interesting and valuable memoranda were forwarded to the Secretary of the Committee. These, in turn, were given study in anticipation of the convening of a further meeting in the autumn of 1938. This meeting had to be abandoned for several reasons, notably the declaration of war.

### 2. COMMITTEE ON SECURITY FRAUDS PREVENTION LAW

#### (a) *Origin*

The first formal resolution of the Dominion Provincial Committee on Uniform Company Law was in the following terms:—

That in the opinion of this Committee it is possible and desirable by appropriate legislation of and co-operation between the Dominion and the Province to control effectively the sale of securities not only of Provincial and foreign companies but also of companies incorporated under the Dominion Companies Act and companies to which that Act applies, and it does not appear to be necessary to recommend the constituting of a Dominion Board to regulate the sale to the public of securities of Dominion companies.

That this Committee accordingly recommends that for the purpose of co-ordinating methods in the administration of the various Security Acts of the Provinces, and exchanging information from time

to time as the public interest requires, a meeting be held at least annually to consist of representatives designated on the part of the Dominion by the Secretary of State and on the part of the Provincial Governments by the Minister or other officer charged with the administration of the several Security Acts.

That Mr. W. P. J. O'Meara, as Secretary of this Committee, be authorized to convene the first meeting.

#### (b) *Method of Operation and Achievements*

The first meeting of officers administering Provincial Securities Act was summoned by the Assistant Under Secretary of State, as directed, to be held in the City of Toronto in March, 1937. Further meetings were held in Winnipeg in May, 1938 and in Calgary in June, 1941. At these various conferences very considerable progress was made toward the adoption of uniform practice in the administration of the respective Provincial Security Frauds Prevention Acts and toward reciprocal recognition in each Province of broker or salesman registrations in other Provinces on a tentative basis pending completion of such investigation as might be necessary.

Further such gatherings were found to be impossible because of wartime conditions. Nevertheless the Assistant Under Secretary of State attended several successive meetings of the National Association of Securities Commissioners comprising officials administering Security Frauds Prevention laws in the various States of the United States, thus maintaining close and friendly relations with such State officials and with those of the federal Securities and Exchange Commission.

#### (c) *Present Status*

In January, 1945, the Attorney-General of Ontario extended an invitation to representatives of the Dominion and of each of the other Provinces to attend a Conference in Toronto to consider securities legislation, particularly in the light of a new draft Securities Act prepared for submission to the Ontario Legislature following the completion of the investigation of the Royal Ontario Mining Commission, Part II of the Report of which dealt with regulations governing the financing of mining developments in Ontario. Although several of the Provinces found it impossible to be represented at the meetings which were held in Toronto at the end of January, 1945, the Chairman of the Securities and Exchange Commission of the United States, one of its General Counsel and the investigator whose territory was contiguous to Ontario, attended all the sessions. While this was not a typical Conference of Securities Commissioners such as those which had been held in 1937, 1938 and 1941, it also was productive of much helpful discussion. The draft Ontario Securities Act was further considered in the light of the discussions held at the Conference and was introduced to the Legislature but its enactment was deferred when the Legislature was prorogued for the purpose of the holding of a general election.



## XVII. TRADE AND COMMERCE

### 1. DOMINION BUREAU OF STATISTICS

Arrangements between the Dominion Government and the Governments of the Provinces in respect of co-operation in the collection and publication of Statistics are made under Clause 9 of the "Statistics Act"—1918, c. 43, s. I.

Various Orders in Council exist which provide for co-operation between the Bureau of Statistics and Dominion and Provincial departments for the collection and publication of statistics in specific fields as follows:—P.C. 329 (b), January 2, 1919 as to Fisheries; P.C. 693, April 22, 1919, Vital Statistics; P.C. 93 (a), January 5, 1920, Mining; P.C. 2036 (a), October 1, 1919, Central Electric Stations; P.C. 1246 (a), October 12, 1918, Live-stock and Animal Products; and P.C. 2481, December 2, 1922, as to Forestry.

At a Conference between the Bureau of Statistics and representatives of the Provincial Departments of Education, held in 1920, it was agreed that the Dominion Government would confine its activities to statistical observation and research in the educational field. The Education Statistics Branch of the Bureau of Statistics, in co-operation with the various provinces, compiles uniform statistics concerning primary and secondary public schools, and rounds these out with statistics of professional and higher education.

A number of Dominion-Provincial Conferences have been held in the field of Financial statistics. A continuing committee is now at work on some aspects of this field.

A new Dominion-Provincial agreement concerning vital statistics is now being framed as an Order in Council. It provides for the setting up of a National Index and the creation of a Vital Statistics Council for Canada.

Other statistical information of a specific character, obtained through the co-operation of the Provinces, includes data on registration of motor vehicles; revenue from motor vehicle licences; motor vehicle accidents; expenditures on highways; data from provincial liquor commissions; various other series to round out and supplement statistics obtained from non-government enterprises.

These co-operative arrangements between the Bureau of Statistics and the Provinces are working extremely well. Some improvement could be made in regard to Forestry statistics; and the Bureau plans to consult with the Provinces concerning some aspects of Labour statistics. It is felt, however, that the provisions of the "Statistics Act" give us ample scope for arranging further co-operation.

## XVIII. VETERANS AFFAIRS

### 1. THE VETERANS' LAND ACT

(1) Section 35 of the Veterans' Land Act, as amended by Order in Council P.C. 2122, 13 April, 1945, authorizes the Minister of Veterans Affairs with the approval of the Governor in Council to enter into special agreements with any of the Provinces for the settlement of veterans as defined by the Veterans' Land Act on any provincial lands which the Provincial Government might recommend as being specially suitable for settlement by veterans.

Agreements towards this end are under negotiation with the Provinces of Alberta and Saskatchewan. Other provinces have indicated their wish to enter into similar negotiation with the Director. The Alberta agreement has reached the execution stage, and may be used as an example. In it Dominion-Provincial co-operation is being provided for as follows:—

- (a) The Province supplies the land, and the Dominion a non-repayable grant up to \$2,320 to each established veteran; for one or more of the purposes set out in section 35 (4) of the Act.
- (b) A Regional Advisory Committee representing the Dominion and the Province, with members appointed and paid by each, will be set up to advise the Director of the Veterans' Land Act and the Province as to the qualifications of veterans to participate in the plan of settlement proposed and as to the suitability of each settlement enterprise, or any other matter referred for consideration by the Director or the Province.
- (c) The Province agrees to supply the same qualified personnel to advise veterans established

pursuant to the agreement as is provided by the Province to advise other settlers in the district, in matters pertaining to improvement or other development of their lands, and to field and animal husbandry and farm management practices, relating to the type of enterprise in which the veteran is engaged. The Dominion undertakes to bear part of the cost of this field advisory service.

(2) Section 6 of the Act empowers the Director to make such arrangements as he may deem advisable with Dominion and Provincial Departments of Government, the extension Departments of Canadian Universities and recognized agricultural schools and colleges, for agricultural training of veterans to supplement practical experience. Negotiations have taken place and plans are under way for the conduct of suitable short courses in nearly every Province in Canada.

(3) In addition to Provincial co-operation in behalf of veterans as set out in section 6 (2), all Provincial authorities have made available to the Director all the information at their disposal relating to soil and economic surveys conducted by them, or by them in co-operation with Dominion Government Departments.

(4) Agricultural Colleges have been helpful in arranging and conducting short courses covering such subjects as soil classification, animal and field husbandry, farm engineering and farm management, which have been taken advantage of by old field staff as well as by new field staff taken on to meet expanding operations.

















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